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VOLUME I, No. 10.

OCTOBER, 1911

THE REVIEW

A MONTHLY PERIODICAL, PUBLISHED BY THE
NATIONAL PRISONERS' AID ASSOCIATION
AT 135 EAST 15th STREET, NEW YORK CITY.

TEN CENTS A COPY. ONE DOLLAR A YEAR

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SOME PRISON PROBLEMS

[At the recent meeting of the American Prison Association, Frank L. Randall, Superintendent of the Minnesota State reformatory at St. Cloud, read as chairman the report of the committee on reformatory work and parole, from which we print the following extracts.]

To the chief executive officers of penal and correctional institutions in the United States and Canada was submitted the following question: "To what extent do you recognize mental inadequacy and constitutional inferiority among the persons in your charge?"

The estimates are various. Among prisons for adults they range from 3 persons out of 240 in Wyoming, to 10 per cent. in Nebraska and Philadelphia, 20 per cent. in Rhode Island, 25 per cent. in Vermont, 30 per cent. in Indiana, 30 per cent. to 40 per cent. in Wisconsin, fully 50 per cent. in Kansas, 60 per cent. in West Virginia, 50 per cent. to 75 per cent. in Minnesota, and a still higher percentage of prisoners lacking in energy, mentally or physically, in one Michigan prison. Major McClaughry, and Warden Wood of Virginia, wrote that they could not answer the question.

From state reformatories came estimates covering a range from 25 per cent. to 40 per cent. only in Iowa, Washington, Kansas, and New York (Elmira). The writer, regretting his inability to report more exactly, because the work in his institution has not been completed, feels safe in concurring in the general approximations cited by reformatory superintendents.

From the New York reformatory for

women at Bedford Hills we have the following: "Realizing that a large percentage are subnormal, July 1, 1911, we employed a trained psychologist who will make it a year's study." From juvenile institutions the returns are neither more hopeful, nor more satisfying, and many institutions of that class seem to have no special facilities for caring for weaklings, and depend upon a relaxation of the discipline in their behalf. A study of 200 in the boys industrial school in Kansas disclosed that 174 were mentally dull, markedly defective, or two or more years behind their proper place in school. In the industrial school of New Hampshire about 75 per cent. are reported to be four to five years below their normal grade in school.

Other letters say "probably 25 per cent., at least"; "one-third;" "50 per cent.;" "to a very large extent;" and so forth. The Idaho industrial training school reports: "A very small per cent.; I thing not above five per cent.;" and the Georgia state reformatory reports that "the discipline has to be based on the fact that 75 per cent. of inmates are mental defectives and 99 per cent. are moral defectives." The girls industrial home of Ohio says: "Fully nine-tenths are subnormal mentally, and a large per cent. physically weak or crippled." From the

Iowa industrial school for girls comes the following: "There is a certain inferiority, either mental or constitutional inadequacy, in each and every one. In the majority of cases it is a weakness; that is, they are easily influenced, therefore easily led astray."

It seems fair and right to allow for a difference among the writers as to the full import of the question to which they have responded, but that may not entirely account for the considerable differences in estimates. Possibly varying court proceedings, and the use of the power of probation by some of the courts or other exemptions from detention, may, in some places, have culled out most of the normal children.

Your committee rather inclines to think however that longer and more extensive experience, in many cases, tends to fix in the mind the necessary recognition of a grave amount of mental inadequacy and constitutional inferiority, calling for custodial care, among all classes of delinquents, including juveniles, no less than adults.

While the incompetents remain with the normal persons in labor, in school, and in recreation, the progress of the bright is certain to be retarded by the association, while the outlook for the dull is not improved. This mingling and attempted classification of unequal units seems to be the rule almost everywhere, with consequent lowering of efficiency and tone, to the basis of the inferior.

So far as returns have been received from prisons, reformatories and juvenile institutions for correction, the average terms of office of the executive heads during the last twenty years have been about as follows: In prisons about four and one-third years. In reformatories for adults about eight and one-third years, and in institutions for juveniles about six and one-quarter years. These averages are considerably higher than they would otherwise be, by reason of the fact that in some states it is not usual to make a disturbance without cause, and somewhat lower than they would otherwise be, because in some states each change in the personality of the governor, as well as each change in party politics, has almost uniformly re-

sulted in the dismissal or enforced resignation of the wardens and superintendents of the class of institutions under consideration, quite regardless of their capacity and fidelity, and sometimes apparently without a serious inquiry as to the peculiar fitness of the new appointee.

Some of the delegates to this Prison Congress may hardly appreciate the fact that there are institutions in some states where neither institution heads nor subordinates attend caucuses, discuss politics, contribute to campaign funds or take any part in election matters, except to vote; and where the political preferences of the members of the staff are unknown to each other, or to their chief. The elections bring to the institutions no unusual excitement or personal anxiety.

The establishment of truant schools in the cities has demonstrated that the best and most capable teachers and managers are necessary to their successful conduct and discipline, and for the same reasons a prison or reformatory should be manned by the best obtainable talent.

Your committee have made diligent inquiry but have not learned of any jurisdiction in which the compensation and status of subordinates in penal and correctional institutions is such as to ordinarily attract young men and women of the kind and character needed for the work; and neither do we find that such subordinates are any where required to have technical training or prior experience, before assuming their responsible positions as exemplars, directors and officials to those whose careers have been, at least to some extent, oblique.

With their small pay, and perhaps small chance for promotion, and often with an uncertain tenure, their hours of duty long, and their work somewhat monotonous, and depressing to those not peculiarly fitted to it, they not infrequently have uncomfortable quarters, and but little opportunity to develop their social side.

It is not to be wondered at that many of the young people who should follow institution work turn their attention in some more pleasing and promising direction, and that the service generally fails to measure up to its possibilities.

Subordinates are found, to be sure, who fill every requirement, and who could not be improved upon on any basis of wages, but that merely indicates what might be done, if the appointing power might only offer inducements for likely young people to come to the institution, and make them glad to remain.

The State attempts to secure first class work for second class compensation, and while it may often succeed in individual instances, the policy is not to be approved.

In conclusion we wish to recapitulate to the extent of indicating in brief the points deemed by us to be the most important for improvement in reformatory work, as follows:

1. The recognition of mental incompetency and constitutional inferiority among delinquents.

2. The segregation of persons of marked inferior equipment and capacity, and their detention in custodial asylums, and other places suited to their care and treatment.

(This for the purpose of humanely and favorably disposing of, and caring for, helpless recidivists, demented, chronic invalids, epileptics and others.)

3. The furnishing to the public of reliable and important information regarding the character of the inmates of in-

stitutions, and the work carried on.

4. The need of men and women of higher ideals and higher culture in places of confinement, necessitating preliminary training, higher wages, improved accommodations, suitable hours, fair tenure of office, and opportunity for promotion.

5. The elimination of political consideration from the conduct of the institutions, and from the appointment of all persons of high or less high degree in connection therewith.

6. The closest scrutiny into the physical and mental condition capacity of each person detained, and into his past history and environment.

7. The establishment of a system under which no delinquent shall be released, unless in the judgment of the board, after searching inquiry, there is good reason to believe that he can and will maintain himself without relapsing into crime, and will be of some service to society; and under which no delinquent will be further held when such a condition is believed to have been reached.

8. The extension of state agency and other supervisory means for observing and aiding the delinquent on parole, and for selecting suitable location and employment for him, and caring for his surplus earnings.

ECHOES FROM OMAHA

[The American Prison Association held its annual meeting at Omaha, Nebraska, from October, 14th to 19th. The Review publishes this month some echoes of the convention. In November further attention will be devoted to the meeting.]

Morons in New Jersey Reformatory.—Dr. Frank Moore, superintendent of the Rahway Reformatory gave an address before the annual convention of the American prison association at Omaha, on "Mending the Immoral Moron." He said, in part:

"In our New Jersey reformatory we have during the last two years made a careful study of this problem. Each inmate that has been received has been tested concerning his mentality, with the result that 46 per cent. were found to be deficient and to have minds that in knowledge or ability were only equal to the minds of children from 5 to 13 years

old. Fully 33 per cent. or one-third of our population, we concluded was of the Moron class.

"The problem presents very great difficulties. The ordinary institution officers declare that prisoners are "dopes," and sometimes the psychologist agrees with them.

"The methods employed in dealing with this difficult problem must be unusually wise. The first thing that seems important is to know the man. He must be recognized as a defective. A special system must be adopted to him. His is a feeble mind. To place the same load upon him that is put upon others is either

to cause him to balk or to break down altogether under the strain. He is a child mentally and not the abstract, but concrete or kindergarten mode of instruction must be used. In school he must be separated in some way from the others.

"In his training in work the calibre of his mind needs also to be considered. The trades that need planning and skill are too much for him. To the work of the laborer, the farm, garden and dairy he is best suited, and in them he is really most contented.

"Discipline which is firm yet kind is most successful. The most of immoral morons that we get have been ill-treated. Those who have not understood them have tried to beat sense into their stupid heads, and they are filled with fear and suspicion. They need, therefore, to be reassured.

"Care must be given to correct such physical defects as are often times the cause of mental and moral weakness.

"Of the 46 per cent. who by the test were feeble-minded in our institutions the percentage of physical defects was as follows:

"Defective eyesight, 40 per cent.; flat foot, 35; bad teeth, 32; throat difficulties, 17; nasal obstruction, 47; total number having some physical defects, 88 per cent.

"The work that the true chaplain may do is very great. The best way to mend the immoral moron is through persuasion and influences of religion.

"Our learned friend, Dr. Goddard, of Vineland, N. J., has declared that nine years is the average age when the tendencies of crime begin to develop. At this and even an earlier age it has been arranged by infinite wisdom, it would seem, that religion should begin to make its formative impressions on the mind.

"Concerning the question of parole or discharge, we cannot agree with those who advocate that the moron should be kept in permanent custodial care. Our success with this class on parole has been fully as good as it has been with the normal mind. Of eighty-three paroled during three months, not long ago, the morons have made even a better record than the normals.

"We could point to many other mor-

ons who are doing their part well in the world's work. They have their place in the economy of society; they peculiarly fit certain kinds of employment."

Judge De Courcy on Unpunished Homicide.—Quoting President Taft as saying that "The administration of criminal law in this country is a disgrace to civilization," Judge C. A. De Courcy of Lawrence, Mass., justice of the supreme court of Massachusetts, pointed out in a paper read at Omaha in his absence that the United States is conspicuous for the great number of unpunished murderers. The defence of insanity, the limitation of the power of judges and the character of testimony allowed to be introduced in behalf of the defendant were some of the evils which, he said, ought to be rectified. "The number of homicides in this country for 1910 were 8975—an increase of nearly 900 over the number in 1909; yet but one in eighty-six was capitally punished in 1910 as against one in seventy-four during the year proceeding," said Judge De Courcy. "It is said that in 1896 for each million of the population there were 118 homicides in the United States; in Italy less than fifteen; in Canada less than thirteen; in Great Britain less than nine; in Germany less than five.

"In New York City, 119 cases of homicide were investigated by the grand jury during the last year, but only forty-five convictions resulted. Chicago reports 202 homicides were committed in that city during the last year. Only one of the offenders was hanged; fifteen were sent to the penitentiary and the others were set free. In Louisville, with a population of 224,000, during the last year, there were forty-seven cases of homicide and not a single murderer was hanged. In Alabama a conviction for stealing hides was recently set aside because the indictment failed to state whether they were mule, cow, goat or sheep hides. And indictments were dismissed because father was spelled farther (in South Carolina); because the letter "i" was omitted in spelling malice (in Alabama)." Judge De Courcy then suggested some criminal law reforms which included simplified forms of indictments, change

in the selections of juries and in the rules governing pleadings.

Wickersham on Prison Reform and Parole.—The attorney general of the United States said at Omaha that in the battles of economic forces for supremacy, the law must be obeyed, even though it seems to favor one class as against another. Punishment in some form, declared the attorney general is still necessary in our land to prevent crime. He discussed at length the broad question of punishment for crime and the administration of the federal parole law. Modern penal legislation, he said, is based on a recognition of the expediency of endeavoring to reform the criminal. Mr. Wickersham favored the extension of the parole law to include life prisoners. He regarded it as an incongruity that prisoners sentenced to long terms for vicious crimes should be eligible for parole when the man convicted of second degree murder must remain in prison for life.

Since the parole law was placed in operation last autumn, only one prisoner had violated his parole. The two hundred prisoners who were paroled from the time the law was put into effect in the autumn of 1910 to June 30, 1911, earned nearly \$22,000, whereas, if they had remained in prison, the attorney general pointed out they would have been a charge on the government. Mr. Wickersham expressed the belief that the parole boards should be enlarged by adding two unofficial persons selected from among prominent citizens of the locality in which the prison is situated.

Base Ball in Prison.—At Omaha this question was vigorously discussed, not unfavorably, but as to the day or days when the game should occur.

J. K. Coddington, warden of the Kansas penitentiary, told of base ball and other recreations for prisoners in his institution and the discussion which followed the general expression was that base ball, athletic contests, moving picture shows and other recreations render prison discipline easier by affording opportunity to reward those who do well and to deprive of pleasure those who break the rules.

The statement of Chaplain Le Cornu of Walla Walla, Wash., that Sunday afternoon in his institution is devoted to base ball, raised a protest from others, particularly Warden Coddington of Kansas and Warden Saunders of Iowa. Mr. Coddington said he didn't let the men play ball on Sunday because he didn't expect them to advocate Sunday ball when they got out. Mr. Saunders said his men played Saturday afternoon; that he would allow the men to play Sunday if they couldn't play any other day.

Warden James of Oregon said he not only had baseball games, at which the men were allowed to root until they were hoarse, and weekly moving picture shows, but he intended this fall to put in a gymnasium. Several wardens said the reason that prisoners in many prisons are locked up all day Sunday is that the state is too stingy to hire a few extra guards.

A Colorado woman delegate said the men in the Colorado prison play base ball without guards, and in the rock camps they enjoy themselves at various sports, without guards, all day Sunday.

Mrs. Booth on Prisoners' Earnings.—“Every man who works in prison should work for the support of his family or those depending upon him, after his board and clothing have been paid for,” declared Mrs. Maud Ballington Booth in a lecture at Omaha. “Some officials and law makers seem not to know that a convict may have a family, yet there is always this heart-saddened, home-broken circle of gloom, the mothers, wives and children of convicts, about every penal institution. Wherewith are they to be fed and clothed? What recognition does the state give to them, from whom it has taken their only source of support? When this wife married the man he promised to support her. Then if the state takes him in hand, why should it not make provision for his carrying out the promise?”

“I know of one case where the state gets \$500,000 a year for its convict labor. A nice little source of revenue! What of the army of helpless and hopeless wives and children who are being deprived of the support of these laborers

who are their husbands and fathers.

"The helping hand extended to the family frequently has a reflex action on the man in prison. He decides that if there are people outside who think enough of his babies to care for them they are worth his efforts too."

Shackling Chain Gangs.—At Omaha, during the American Prison Association meeting, some plain talk was printed in one of the newspapers, quoted from the lips of some delegates who saw the

Omaha chain gang going through the streets, and who pronounced the shackling system bad and unnecessary. Word comes now from Columbus, S. C., that the convicts on the city chain gang who are not disorderly or those who have not attempted to run away are no longer required to wear the iron shackles about their ankles. When a prisoner is convicted before the recorder and given a sentence on the gang he is told that the shackles will not be put on him if he promises not to give the guards trouble.

BUILDING NEW PRISONS

According to the Kansas City Star, the United States government is building at Fort Leavenworth a \$2,000,000 military prison which is costing the government only \$647,000.

It is building the new prison with convict labor. And when it is finished about two years from now, it will be the biggest military prison in this country. With the old buildings, which are to be remodeled, the completed military prison and accessory buildings will represent a value of \$3,000,000. It will be a model prison as well. Every improvement that has been incorporated in all the prisons that have been built hitherto will be found in this one.

Several hundred convicts at the United States military reservation at Fort Leavenworth are building the new military prison around themselves. It was two years ago that congress made the initial appropriation for the new military prison. Practically everything needed except steel and cement was found within less than a mile of the building site or the military reservation. So Colonel Slavens began the monumental work of building a \$2,000,000 military prison for \$647,000.

He opened a rock quarry, where an excellent grade of building stone could be obtained. He opened a second quarry where rock for making lime was abundant, and established lime kilns, and began making forty barrels of lime a day. A rock crusher was installed. A brick plant was erected and shale quarries opened for making the 16,000,000 brick that are going into the prison buildings. A concrete block plant was established,

where 200 concrete blocks were turned out daily. Sand for the masonry work is obtained from the Missouri river. Wood for burning the brick and lime was found in the forest on the reservation, as well as for scaffolding, and much of the lumber that is being used in construction. All of these are being operated by prison labor on various parts of the reservation, while the armed guards look on. Within the old prison walls iron and wood working machinery has been put in, as well as tin and electrical working machinery. All of the iron and steel is being brought to the prison in practically a raw condition, and the prisoners are working it up into finished product. To do this it was necessary for the prisoners to master every building trade.

Long before anything of this work was done the tedious task of teaching the convicts the mechanical trades began. In fact, it was the idea of Colonel Slavens that entirely apart from the problem of building the new military prison, the convicts should be taught trades. So schools were established, and everything from reading to writing to stenography and typewriting is taught in classes that meet three times a week. Expert civilian superintendents were employed to teach the convicts and act as superintendents of the work in the new prison, and they have developed some remarkably fine mechanics. Each convict is allowed to follow his natural bent wherever possible. Electricians, ironworkers, brick masons, tinnerns, and a score of other trades have been taught the men. Two hundred and seventy-five of the prisoners are being

worked on the prison building proper, while an additional 176 are working in the brick plant, lime plant and quarries. A difficulty is encountered in the fact that about the time many of the convicts become first-class workmen their term of service expires. Forty-one per cent. of the prisoners confined at the military prison are deserters, the maximum penalty for which in time of peace is imprisonment for two and one-half years. Many of the others are confined for less serious offenses.

Before any work on the new buildings began, the commandant had to coach a company of prisoners in the gentle art of housemoving. Forty-one houses, occupied by civilian employes and guards, covered the site on which it was desired to build the new prison. These were moved to a site a quarter of a mile away. Then a fill, in some places a depth of thirty-five feet, was made, before the new site was ready for the buildings.

The grounds covered by the old and new buildings comprise an area of about seventeen acres. A wall of concrete, several feet thick, and in some cases rising to a height of fifty-five feet, now is practically completed around this site. A power plant covering half a city block is about finished. The power plant is connected by tunnel with the main building under process of construction. An examination of the power plant gives every evidence of expert construction. It is built of brick and concrete, with an immense circular brick chimney rising to a height of over 100 feet. When it is in operation it will be in charge of a convict engineer.

The main building of the new prison is being constructed on the radial plan, with the cell, hospital and other wings radiating from a central building or rotunda. This is for simplicity in control of the prisoners. By this means eight guards, armed with repeating rifles, patrolling the "gun walks" of the rotunda and cell wings, will be able to keep in subjection the 2,100 prisoners that are expected to occupy the new prison when it is finished. All the necessary utilities for the maintenance of life will be under one roof when the building is completed. There will be a hospital, laundry, bakery,

refrigerating plant, amusement hall (used mainly for devotional purposes), and even the cells will be fitted with individual toilet facilities.

There will be a total of 2,182 cells in the five cell wings radiating from the new building. There are now 909 cells, containing 932 prisoners. As soon as the new prison is completed there are enough prisoners waiting in the guard houses of the various military posts throughout the country to fill all of the 2,182 cells, and they will be sent to Fort Leavenworth.

The government manifests no anxiety to give out details touching its business, but the information is vouchsafed that on the lime that is going into the new building, a saving of 80 per cent. on each barrel is effected, and that in the case of brick, it is costing the government 60 per cent. less to make it than it would cost to purchase it in the open market. This, with the saving in labor, gives an idea of how the government is able to erect \$2,000,000 worth of buildings on an appropriation of \$647,000.

The government has no intention whatever of going into the open market in competition with outside labor. It will manufacture nothing at the military prison at Fort Leavenworth, which is not used in the conduct of the prison itself. In pursuance of this policy in the past, it has built with prison labor six miles of terminal railroad at the fort, and has constructed and is maintaining many miles of rock road.

There are only two other military prisons in the United States. One is a provisional prison on Governor's Island, and the other a small prison at Alcatraz, Cal., about one-fourth the size of the present Fort Leavenworth prison. The government has not announced whether it will abandon these.

When the new prison is finished about \$50,000 will be spent in remodeling the old buildings, some of which are very ancient. One was built in 1877 and another in 1830, but they are still in a fair state of preservation. They were originally built for a quartermaster's depot.

New York's New Prison.—Great Meadow Prison is now in operation, the latest and only modern structure among

New York's state prisons. The Brooklyn Citizen describes it thus, in part:

A couple of hours' ride from Albany northward on the Delaware and Hudson Railroad brings the visitor to the station Comstock—a flag stop for a few trains each way per day. The dozen or so dwelling houses scattered about the beautiful landscape with their outlying barns and stables proclaim a farming community. Eastward, about a quarter of a mile from the railroad depot, one sees a big yellow brick building rising like a Gulliver above a squadron of Lilliputian contractor shanties.

The big building is the Great Meadow Prison cell house, about 600 feet long, 80 feet high and 70 feet wide. Unfinished end walls indicate that the cell house is only half completed and that another wing of equal length, height and width is to be added. The completed part of the building contains 624 cells on four floors. Each cell is about the size of a New York hall room; is equipped with a white enameled closet and a white enameled stationary washstand and running water, while the furnishings consist of a white enameled iron hospital bedstead with felt mattress, felt pillow, white bed linen and cotton blankets. A small lock cabinet and cloth rack complete the equipment. The cells are finished in natural cement; the doors have upright bars from floor to ceiling, the bars being painted with aluminum color—and the color effect of cement gray and the silvery aluminum is rather pleasing. A touch of quiet elegance is even added by the bright nickel plated water spigot and water control push buttons above the toilet stand and wash basin. The cell house walls are 75 per cent. windows and each cell is flooded with light. At night in each cell an electric light, with a shade throwing the light downward, provides splendid illumination for reading, writing, drawing, etc. The cell house has a comprehensive ventilating system, with ventilating ducts connecting each cell.

Opposite the cell house stands the administration building. When the whole prison plant is completed—which will take several years yet—this building will be used exclusively for hospital, school and library purposes. At present the

building is used for all the housekeeping departments of the prison, including bathroom, laundry, tailor shop, shoe shop, kitchen, dining room, storeroom, hospital, chapel, library, warden's office, principal keeper's office, guards' quarters and a small dormitory for the kitchen gang. It is a beehive of activity, with its sixty-odd inmate workers, and a poor place for the night guards to do their day-sleeping. The halls and rooms are daily mopped and scrubbed and every nook and corner is kept scrupulously clean by a gang of porters.

The inmates are marched into the dining hall three times a day for their meals, including Sunday. The farm operated in conjunction with the prison and by prisoners (under direction of proper officials) supplies seasonable vegetables, and now and then fresh meat from the farm's herd of cattle and pigs. This gives an advantage to the steward of the prison in providing a greater variety of food and a more attractive menu at the same per capita expenditure as the other prisons in the State are allowed which are not favored with a farm. The per capita expenditure in all State prisons is limited by legislative appropriation. The fine air, good water, sound sleep in clean beds and clean rooms, the daily exercise at work on the farm and at such other work as is connected with running the prison—all combine to supply a hearty appetite to the inmates. This appetite is met by a table limited by the legislature, as already stated, and is limited also for the men's own good by hygienic restrictions.

The Prison Farm at Occoquan, Virginia—An interesting account of the progress of the District of Columbia's prison farm was recently given by Rev. J. T. Masten, secretary of the Virginia state board of charities and corrections.

The past year's experience of the prison commissioners of the District of Columbia has made a great impression upon him, as it has on every thoughtful student of criminology. Two years ago Congress wrote in the appropriation bill authority to the prison commissioners of the District to do away with the jail system by placing the prisoners on a farm.

The sum of \$190,000 was appropriated for the purpose. Under the old system it was costing the commissioners \$150,000 to care for the prisoners each year.

The board took the money and bought a farm of eleven hundred acres near Occoquan, in Prince William county, Va.

They took the male prisoners to the farm and used them exclusively in the clearing of the land and preparing it for cultivation and in the erection of the necessary buildings, one-story frame buildings erected by the prisoners. To illustrate the economy of the work the administration building, which is 30 by 175 feet, cost in actual money two hundred dollars, the prisoners doing the work, sawing the lumber from the timber on the property.

The work proved a splendid moral and physical tonic to the men. The prison motto was made, "Reformation, not vindictive punishment."

At first one guard had charge of six prisoners. Now one man has charge of twenty prisoners and directs them in their work.

The prisoners do not wear chains and are not bound at night. There are no bars at the windows and two men take care of 225 male prisoners at night and one woman cares for sixty female prisoners.

During the first year there passed through the prison farm three thousand men. There were but sixty attempts to escape—just two per cent. Twenty of these attempts were successful, or less than one per cent. of the total number of men confined.

The punishment for the unruly is solitary confinement on a diet of bread and water and this form of discipline has only been found necessary for an average of five cases each month, with an average prison population of 550 men, or less than one per cent. From July 1 to September 8 there had been but four women punished. This shows that the methods in use, the farm work and country quiet, and the ennobling influence of

honest toil in the open, have accomplished wonders in the handling of the prisoners.

Then the farm method of handling prisoners is splendid economy. It is estimated that to complete the rock-crushing and brick-manufacturing plant, to finish grading the grounds and building the roads and the erection of additional barns and other outbuildings and to pay the ordinary expenses of the prison for the year the cost will be \$120,000, which is thirty thousand dollars less than it cost the District to support the prisoners during the last year under the old jail system.

Within three years, the superintendent, Mr. Whittaker, estimates that the farm will be self-supporting, and it may be reasonably expected, the superintendent thinks, that the farm will clear from twenty to thirty thousand dollars a year after paying all the expenses of maintaining the prisoners.

It is found that the new system has caused a decrease in prison population. Many of the prisoners reform, while the class which has no liking for honest toil and has heretofore taken a season in the district jail in search of rest and refreshment which they could not otherwise obtain are fighting shy of the district police courts. It seems now that, at the present rate of decrease, the population of the prison-farm the second year will be some nineteen hundred less than during the first year.

The superintendent, Mr. Whittaker, endeavors to impress upon the men that it is better in every way to work as free men and earn wages than to be sent to the farm and be compelled to work without wages. Three of the best and most useful employees of the farm are men who were once confined thereon as prisoners.

The products of the work on the farm will not be used in competition with those of the public. Such products will be used in connection with the support of other public institutions or in the construction of public roads.

IN THE PRISONERS' AID FIELD

THE ORIGIN OF THE SOCIETY FOR THE FRIENDLESS*

The Society for the Friendless grew out of the efforts of Rev. and Mrs. Edward A. Fredenhagen to apply the methods of Jesus to the redemption of the submerged masses.

The first home was opened at 1219 Washburn Ave., Topeka, Kansas. Previous to this, a group of leading men had been interested in the work. Foremost among these was Judge T. F. Garver. He became the first president and the counsellor, and his wise counsels as well as his legal talent have aided in directing the society to its present carefully developed legal and philanthropic status.

The first tour, to investigate Kansas, was made in December, 1900. The family reached Topeka in the Christmas holidays of the same year. Work began at once and culminated in April, 1901, in the organization of the first board of directors and the incorporation of the Kansas society for the friendless.

The society was welcomed heartily by Governor W. E. Stanley, and by J. S. Simmons, superintendent of the reformatory at Hutchinson.

The following June Rev. R. A. Hoffman, just leaving the chaplaincy at the penitentiary, became the first district superintendent, with headquarters at Salina, and served the society for six years. He did a great deal of hard and capable work and left to go to the Colorado prison association. The next superintendent to join was Rev. Frank Brainerd, a neighboring pastor of the general superintendent in Illinois. He remained with the society for seven and a half years and did excellent work. He left to become general secretary of the associated charities in Kansas City, Kansas. The third superintendent was Rev. George S. Ricker, a scholarly pastor, who desired to give the remainder of his life to work among the lost classes. He is still with the society, and is senior among all the district superintendents.

By the autumn of 1901 the employment department and the temporary home were well established. Then the next im-

portant step was taken in the organization in the Kansas Penitentiary of the first of a series of prison leagues, which were to form the nucleus of the important department of jail and prison evangelism. Chaplain McBrian became the superintendent of this league and for the eight years of his chaplaincy, was the unwavering friend of the Society.

It soon became evident that the religious work in the prison would not have its rightful opportunity unless the department of prison reform should be developed in the state. So the society began a campaign for the passage of the indeterminate sentence and the parole law to apply to the penitentiary the same as it was operating in the Reformatory. This passed the legislature in 1903, and has been one of the most successful laws bearing upon the crime problem, operating in Kansas. Under it the penitentiary has been changed from an old type punishment prison to an up-to-date reformatory. The improvement in prison management has kept pace with the change in the criminal code.

Finding children in the jails of Kansas, the society began, in 1903, a campaign for the juvenile court act. The bill to introduce it in the state senate in 1903 was defeated. Then followed the campaign, covering two years, in which there was delivered over two thousand addresses. Over twenty thousand calls were made on individuals in the state during the biennium. Leading philanthropists came to the society's aid.

The bill passed unanimously both house and senate, and a juvenile court was established in every county in Kansas. The juvenile court system of this state is modeled after that of Colorado.

Taking the Kansas society as a nucleus, the general superintendent accepted calls into Missouri and outlying states. The first step was to organize a league in the Missouri state penitentiary, under Chaplain Geo. J. Warren, D. D. Since then the general superintendent has made twenty-six major and many minor national tours, the longest one being seven thousand miles. During that period, fifteen states have been opened to the work of the society. Of these eleven still maintain the society for the friendless. Min-

*Abridged from the last issue of the society's publication, "The First Friend."

isters of ability and consecration have accepted calls to be superintendents. There are seventeen of these now in full service, with two laymen giving part time.

There are twenty centers of religious activity in penal institutions, originally projected by the society.

When the society was nine years old the first national convention was held in Kansas City, in January, 1910. In 1906 the original society had been expanded from a state organization to one including all the states and territories in the United States. At the first national convention in 1910 the first elective national board was chosen. Previous to this the board of directors of the "Kansas and Missouri division," (Kansas and Missouri having been united in one unit of territory), was a holding board for all the work in the other states. In November, 1908, the general office was moved from Topeka to Kansas City, the office being in Missouri and the temporary home on the Kansas side of the line. The first national convention came as a natural sequence. It was to more completely develop this slowly evolving organization, so that it would cover all the territories occupied by the living organism—the society itself.

NEW PRISON HEAD NOMINATED IN MASSACHUSETTS.

Warren F. Spalding, Secretary of the Massachusetts Prison Association, has been nominated by Governor Foss, chairman and executive of the Prison Commission, succeeding Mr. Pettigrove. Of the appointment the Boston Transcript says editorially:

The Governor has supplanted one good man with another good man. That Mr. Pettigrove was not to be reappointed was announced by the governor some weeks ago, and yet Mr. Pettigrove's friends hoped that he would reconsider, as he had done on so many other occasions. There will be regret at the passing of Mr. Pettigrove, who, in the many years in which he has been prison commissioner has served the State well and given his department the benefit of long experi-

ence and real ability. The public, while regretting the departure of Pettigrove, will welcome the incoming of Spalding. As secretary of the Massachusetts prison association for many years, and backed by his long experience in prison labor affairs, Mr. Spalding has been one of the foremost prison men of the United States. The association of which he is the secretary has been a leader in progressive ideas on prison management, and in this Mr. Spalding has been the executive officer and initiator. There will be no question whatever of the progressiveness of Mr. Spalding's administration and of the value of his services to the State.

Mr. Spalding is not unfamiliar to that office, having been secretary of it from 1879 until he resigned in 1888.

Mr. Spalding was born in Hillsboro, N. H., Jan. 14, 1841, but was educated in the public schools of Nashua, N. H. After leaving school he engaged in the furniture business in his native place for several years, and in 1870 came to Boston. There he became connected with the Boston Daily News, and later worked for the Globe and the Commercial Bulletin, both as a reporter and an editor.

Since 1872 he has been a resident of Cambridge and represented a district in that city in the general court during 1894 and 1895. He has been engaged in prison work for many years, having been secretary of the Massachusetts Prison Association since 1890. In 1896 Mr. Spalding was elected to the Cambridge Board of Aldermen. Mr. Spalding was a private in Co. F, 1st New Hampshire Heavy Artillery, during the Civil War and is a member of Post 186, G. A. R.

The governor's nomination must be approved by the governor's council.

PRISON SUNDAY

This day was observed as usual in several states or either the fourth or last Sunday in October. The Connecticut prison association, in issuing a call, directed attention to the fact that the great need in that state is a change in our treatment of petty offenders. "We made great progress in the treatment of these cases when we established the probation ser-

vice, which keeps many out of jail. But during 1910 there were 10,468 commitments to our county jails. Six thousand and fifty of these, by their own admission, has been in prison before."

In New York the prison association sent special letters to about 1,500 pastors, 200 of whom responded favorably. Special literature was furnished each pastor.

NEW YORK'S PRISON NEEDS.

In an interview in the New York Sun, O. F. Lewis, general secretary of the prison association of New York, said recently:

"The principal prison needs of this State are a separate cell for each prisoner in State prisons, employment for eight hours a day for all able-bodied men in State prisons, the marketing of all prison-made products in this State to the State and its political subdivisions, such as counties and cities; the introduction and development of industries in our

county penitentiaries and jails; the centralization of administration of our penitentiaries and jails under a proper department of the State; the abolition of idleness and filth in many of our jails; the development of the women's farm and the farm colony for vagrants and tramps; the creation of a separate institution or separate wings of an existing institution for feeble-minded criminals, not the insane criminals—and other things too numerous to mention.

"They had just such a jail situation in England thirty years ago, when the State took over all the local prisons, that correspond to our county jails. To-day all these institutions are under the management of the prison commissioners of England, a body that no one would think of accusing of the least bit of graft, and the institutions are run with regard to the rights of the prisoner and the welfare of society. That is our great need—that the state should manage the correctional institutions within its borders through boards of managers, at least in part."

EVENTS IN BRIEF

[Under this heading will appear each month numerous paragraphs of general interest, relating to the prison field and the treatment of the delinquent.]

Going to School at Charlestown, Mass.—The Hartford, Conn., Times, tells of a summer school for illiterate prisoners which was started this season by Benjamin F. Bridges, warden of the state prison at Charlestown, Mass. A school has existed in the state prison for many years, but it was Warden Bridges who placed it upon a practical basis, such as has made it a power for good.

In the correspondence school, as in the other, the teachers are all prisoners. As soon as a man is sent to the prison and has become accustomed to his surroundings he is interviewed by one of the teachers to ascertain if he wishes to study and improve his mind while in prison. If he does, he is given an application blank, and he fills out the list of studies he wishes to pursue.

If there is doubt as to his ability to enter some classes he has a private examination by the teacher in elementary subjects. If he shows ability to enter

the correspondence school he receives material and lesson blanks, and works out his exercises in his own cell in his spare time, sending his answers to the school office. There his work is carefully inspected, and if it is satisfactory new work is sent to him.

The prisoners entered in this correspondence school never assemble in classes, but all their work is done in their own cells, lights being allowed until nine o'clock for such study. While the prisoner-teachers rarely, if ever, see their pupils after they have joined the correspondence school, the hold the teachers obtain upon the respect and interest of the solitary students is truly wonderful.

A teachers' association was formed recently in the prison, and these men meet at intervals with the prison chaplain to map out lessons and arrange other details of the work. There is almost no limit to the amount of advanced work that may be undertaken.

As the work of the school in the prison progressed it became evident that it kept the men employed and gave them less opportunity to grow morose and desperate. It was found that they were more contented and cheerful, and with education, in many cases, came a pronounced change in character, a reformation that was not assumed in any way, but a natural result of the change from ignorance to intelligence and a knowledge of their own ability to make a way in the world if given an opportunity. The deportment of the prisoners improved wonderfully and has been first class since the school work was started by General Bridges, many years ago.

This spring General Bridges took steps to establish a day summer school for the illiterate prisoners. There are usually about eight hundred odd prisoners in the institution, and from the entire lot about forty were selected as being thoroughly illiterate and have been placed in this newly started class.

In the forty prisoners in the class are represented no less than twelve different nationalities. A mere glance at the men constituting the class is sufficient to indicate that ignorance has been the cause for most for most of the class finding themselves in prison.

This class in the prison school were allowed to assemble in one room in the institution, and they had desks like ordinary school children. Now every one of the forty prisoners can read, write and cipher in a very creditable manner. It is a new experience to them to be able to read, and their interest in newspapers and stories from simple books impresses one who sees it for the first time.

Some of the men in this illiterate class could not speak English when they entered it, and now they fairly love the warden for having made it possible for them to communicate with their relatives and former friends, although such communications have all to pass inspection before they leave prison.

The ages of the men in this school class run from twenty to forty-five. Some of them will be eligible for parole in a few years and they are looking forward to the fact that they will be able to write on their own applications for such parole.

Police Condemn Crime Pictures.—In reply to requests sent to police heads by the State Charities Aid and Prison Reform Association of New Jersey for information concerning moving picture shows and their influence on the young, these replies have been received:

"I am heartily in favor of legislation which would prevent the exhibition of pictures showing any action which in real life would be a crime."—Chief of Police Corbitt of Newark.

"I think they are the cause of 20 per cent. of our crime, especially of petty larceny. These shows cannot locate in our town."—Nutley.

"In my opinion, moving picture shows are bad for women and children. I know where children steal to get money for shows; also where women neglect their families to go."—Weehawken.

"Children are inclined to steal in order to go there; also neglect their studies."—Passaic.

"I had a case drawn to my attention of a five-year-old boy who attended a cheap picture show where there was shown a picture with a hold-up in it. This boy's mother was ill. The child got an old revolver, walked into his mother's room and told her to throw up her hands. When he was asked where he had learned that he answered he saw it in the show. I believe if the revolver had been loaded some one would have been killed."—Hackensack.

Big Brothers in Atlanta and Macon.—Atlanta's probation system for adults, which embraces drunkards, vagrants, wife beaters, deserters of families and the like, is to be materially enlarged in scope and made more efficient through the development of a volunteer probation force of 100 business and professional men who are willing to give a few hours of their leisure time each week in an effort to save the men and youths who come under the supervision of the probation officer. This volunteer force will work in conjunction with Officer Coogler and the Prison Association of Georgia, which has headquarters at 404 Gould building.

In Macon, Lewis J. Bernhardt, agent of the Georgia prison association, has secured 100 names of Macon people who

will aid in the perfection of an organization in that city to cope with conditions in the city and county prisons and convict camps and to aid in securing a better penal system for Georgia.

Radical Experiments in Oregon.—According to the Newark Evening News, Governor West of Oregon has inaugurated an "honor system" with astonishing results. Chains and stripes have been abolished. Convicts are put at work outside the prison walls, without guard on roads, farms and buildings, on their word that they "will not throw the governor down." They are given a chance to fit themselves for useful callings, are assured of parole, with work at good wages, when they deserve it. There have been but three attempts at escape since the system was inaugurated six months ago. The new system is carefully worked out. The state prison aid society works with the state parole board and governor to find remunerative employment for paroled men. Men that have proven reliable and efficient on prison work are recommended for parole; a job is secured them. If they get a better one they can take it. But they must work! And every man of the fifty paroled in the last three months has made good:

When Governor West inaugurated his guardless, outside policy he sent for a fifteen-year convict. "Put him on the street car, give him car fare; don't send a guard, and tell him to come to my office," the governor 'phoned the astonished warden. The man came, and went into executive conference with the governor. The plan was outlined, the honor system worked out, and the man went back to the prison on the next car and spread the news through the 450 men behind the walls. Once the governor sent half a dozen long-term men to town to see the sights for half a day and report back to the warden by sundown. They had a good time and reported back to the minute, sober and contented.

When the convicts were first sent out to work alone on the roads the farmers protested loudly. But the men soon proved that they were human, were living up to their honor pledge and were

making better roads for the farmers than the farmers could make for themselves. The farmers of Marion county, where the prison is, are now the heartiest supporters of the new policy.

Is it safe to let convicts out without a guard? From January to July this year, with 150 men working outside, without guard, but three have escaped, and all three were "weak in the head," and should have been in the asylum. During the same period two years ago, some ten men escaped, though under heavy guard all the time. During the latter part of 1909 an attempt was made to work prisoners outside under heavy guard. In a few months eighteen escaped, and on October 6, 1909, six overpowered their guards, took their guns away from them and fled to the hills. Four were recaptured, wounded. Two were killed. Then the cry went up that prisoners couldn't be worked outside the penitentiary because it would take more guards than there were prisoners.

Governor West solved this problem by doing away with the guards. All there is to the new prison policy of Governor West's is this: "Give the men a chance. If they don't take it you have done your part." But they do take it.

Convicts May Raise Trees.—It is not illegal for convicts to be employed in reforestation as planned by the conservation commission, according to Attorney General Carmody of New York State, nor is it illegal to sell trees raised by convict labor for the reforestation of private lands.

A Candidate's Proclamation.—E. C. O'Rear, a gubernatorial candidate in Kentucky, has stated his convictions on prison labor thus:

"If elected Governor I will recommend the submission to the people of an amendment to the constitution allowing convict labor to be used in building and repairing the public highways and for no other purpose, outside the walls. It is best for the prisoners themselves to be so employed and until such an amendment to the constitution can be secured, my contention is that they should be employed, whatever they do, at the same

wage that is paid the same character of labor outside the prison walls; and that the profit of their labor be applied by the State to the maintenance of the families of the convicts instead of going to and enriching the contractors."

Judge O'Rear also agrees with the following plank in the Republican platform:

"We demand the enactment of a law providing for bi-partisan control of penal and charitable institutions, and for the abolition of contract convict labor; and we denounce the board of prison commissioners in hiring out the children under their charge at the reform school for the benefit of whose morals and education that institution was originally established."

Plans for a New Sing Sing.—That there is no need for the proposed new Harlem prison in Wingdale and that the present Sing Sing prison, New York, should be improved and retained is the opinion of Joseph F. Scott, superintendent of State Prisons. Plans tentatively mapped out will save the State at least \$2,000,000. By expending \$1,000,000 for improvements in Sing Sing, including the construction of a new cell block to accommodate 1,500 prisoners, and employing convict labor on the proposed improvements. Mr. Scott believes the institution can be used to as good advantage as the proposed new Harlem prison. Sing Sing is more accessible to New York city and at least \$40,000 to \$50,000 would be saved annually in the cost of the transportation of prisoners and freight, it is said.

"Outside of the cell block at Sing Sing the present prison plant is all right," Mr. Scott is reported to have said, "and with a new cell block at Sing Sing and the 600 cell-capacity at the Great Meadows prison completed to its contemplated 1,200-cell capacity, the State would have a capacity of 1,200 cells each at Auburn, Dannemora, Great Meadows and Sing Sing, or for 4,800 convicts, and the present prison population is 4,500. So far the State has expended \$400,000 at Bear Mountain and Wingdale in the attempt to get a new prison, and to complete the Wingdale project would cost

\$3,000,000 more.

"There are many features about the Wingdale site which make it too costly and unsuitable for a prison. Transportation of convicts and supplies would cost \$50,000 a year more than at Sing Sing, and it would cost \$250,000 more than anticipated for a water supply and sewerage and grading. A portion of the Wingdale site is swampy, also."

New York Lockups.—There are now in the state of New York, according to the Commission on Prisons of New York, about 500 police stations and town and village lockups. During the past two years practically every one of them has been visited by an inspector from this department. The commission has been endeavoring to remedy some of the recognized evils quite prevalent in their management, and to insist upon more adequate provision for housing police prisoners and for more sanitary conditions in these local jails.

It has been insisting that there should be a more complete segregation of women from men than that now provided in some cases. Another evil which has received attention and criticism has been the common practice of commingling police prisoners with tramps or lodgers and the failure to segregate boys and adults.

Prisoners held in these lockups have been arrested simply on suspicion and have not had any hearing, and are entitled to decent and humane treatment. With many of them are common drunks, others are of a more reputable class and should not be locked up in crowded unsanitary quarters with tramps and hoboes of the worst kind. The commission has been insisting that these evils be minimized, and that if localities desire to have a lodging place for tramps it should be entirely separate from the quarters where prisoners are confined who are charged with offenses but who will be later allowed opportunity for defense before a court.

Through the persistent efforts of the commission great improvements have been made in these respects in very many of the towns, villages and smaller cities of the state, and the commission believes

in its duty to prosecute this work still further until the evils heretofore arising from the improper housing and unwise coming of these various classes of people shall be eliminated.

Detroit Aids Dependent Families of Prisoners.—In the *Review* for March, 1911, we described the financial success of the Detroit House of Correction. From the annual report of the board of poor commissioners of Detroit we learn that between July 1, 1910, and June 30, 1911, 88 families, comprising 360 dependent persons, were supported by the wages that the husband and father earned while confined in the house of correction. The sum expended for the dependent families was \$3,355.

There have been many families who would have gone in absolute want rather than appeal to the city for aid, but under this ordinance they were given the right to requisition a portion of the wages which the head of the household was earning while imprisoned, and they have not felt that they were receiving gifts of charity. Tables prepared with the report show that of the 88 families assisted from the house of correction fund, 39 were Americans, 19 Polish, 10 Austrians, 10 Canadians, and five Germans, while English, Irish, Scotch, Russians and Negroes had but one family each. Seventy-nine of the offenders were sentenced from the police court and nine from the recorder's court on charges ranging from bigamy and forgery to failure to send children to school.

The report also embodies the suggestion that some system of adequate and permanent relief is needed by means of which provision can be made for widows and their children. Three hundred and forty-five widows with young children, or 24 per cent. of the total number of cases, aided by the poor commissioners, were assisted during the year. Commenting upon this fact, the report says:

"When we think that the average income of these families is not more than \$4 or \$5 a week, it is impossible to believe that these children are properly fed, housed and clothed. Can we wonder that so many of the children in these families go astray and find their way into the juvenile court detention homes and reformatories?"

Reporting to the American prison association at Omaha, William H. Venn, parole officer for Michigan, outlined the compensation plan operated in the Detroit House of Correction, which he said had met with general commendation.

"On July 6, 1911, the Detroit House of Correction passed its fiftieth milestone. During the last thirty-two years over \$1,000,000 in profits have been turned over to the city of Detroit, the families of prisoners, and to the prisoners themselves. Since 1880 the city of Detroit has annually received sums ranging from \$9,016.83 to \$52,711.64. The original expenditure by the city of \$189,841.36 has been turned back into the treasury of the municipality, the institution has paid its own way, and in the fifty years has shown a fine balance of \$1,254,178.15. In addition to this showing, since July, 1901, the prisoners have been receiving financial benefits ranging from \$5,958.14 to \$9,670.38 annually.

"In addition to amounts paid to prisoners, some of which is sent by the men to their families, provision is made for the families of those who are imprisoned on the charge of abandonment. This is accomplished under a statute which provides that \$1.50 per week for the wife and an additional 50 cents for each child under fifteen years of age be paid them out of the funds of the institution."

By oversight there was omitted from the article in the September REVIEW, by Mr. Whittin on Prison Labor Legislation in 1911, a footnote stating that the article had been prepared for the Labor Legislation Review, Vol. 1, No. 3.

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VOLUME I, No. 11.

NOVEMBER, 1911

THE REVIEW

A MONTHLY PERIODICAL, PUBLISHED BY THE
NATIONAL PRISONERS' AID ASSOCIATION

AT 135 EAST 15th STREET, NEW YORK CITY.

TEN CENTS A COPY.

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THE STATISTICS OF CRIME

BY EUGENE SMITH

PRESIDENT PRISON ASSOCIATION OF NEW YORK

[Mr. Smith read a very carefully prepared paper on the above subject at the Omaha meeting of the American Prison Association. The Review would gladly print the address in full but space admits only of certain abstracts, which follow.—EDITOR]

In the deplorable and chaotic condition of the very sources from which all statistical matter must be drawn, it is hopeless to look for any improvement in our census statistics, unless a radical change can be effected in state administration. The records of the police, the courts, the prisons, can be made of statistical value only by the action of the state itself; and there is apparent but one method by which the state can act to this end.

There should be established in each state a permanent board or bureau of criminal statistics, whether as an independent body or as a department of the office of the attorney general or of the secretary of state. This bureau should be charged with the duty of prescribing the forms in which the records of all criminal courts, police boards and prisons shall be kept and specifying the items regarding which entries shall be made. The law creating the bureau should direct that the forms prescribed by it should be uniform as to all institutions of the same class to which they respectively apply and be binding upon all institutions within the state.

The bureau should issue general instructions governing the collection and

verification of the facts to be stated in the record; it should also be its duty, and it should be vested with power, to inspect and supervise the records and to enforce compliance with its requirements. Such a bureau might secure a collection of reliable statistical matter, uniform in quality throughout the state. Indiana is now, it is believed, the only state in the Union where such a bureau exists.

But even this result is not enough. Supposing all the criminal records within each separate state to be made uniform without the state, still they would not be available for comparison or for the purposes of a national census, unless all the states could be brought to adopt the same form and method, so that all criminal records throughout the Union could be kept upon one uniform plan. Here we encounter a serious obstacle. The diversity and conflict of state laws are crying evils of our time, universally recognized and denounced, and yet the most strenuous efforts to bring about harmonious action between the legislatures of separate states have always failed. No single statute, however skilfully drawn, proposed for universal acceptance has ever yet been adopted by all the states

(43)

57

of the Union. Still the states *must* act in unison upon this matter of uniform criminal records or else our statistics of crime must continue to be a national failure and a national reproach.

Not the slightest reflection can be cast upon the federal census bureau; on the contrary, when consideration is taken of the fragmentary and chaotic state records with which the census bureau had to deal, the systematic and orderly results and the general deductions embraced in the census report of 1904 must be regarded as a signal scientific triumph.

Uniformity in criminal records throughout the Union we have seen to be an imperative need. Is it a visionary ideal, impossible of attainment? If there is any means through which the ideal can be realized, it is through the agency of state bureaus of criminal statistics, such as have just been suggested. Each of these state bureaus, in preparing uniform plans and forms for its own state, would naturally place itself in touch with the national census bureau; while the national bureau would not be legally vested with the slightest power to dictate to the state bureau or to direct its action, *practically* its wide experience and grasp of the entire situation would enable the federal bureau to wield commanding influence in shaping the action of every state bureau. If the creation of efficient state bureaus, of the kind indicated, in the several states could only be secured, it is not chimerical to believe that through the dominating influence of the federal census bureau, tactfully exerted, a uniform system of statistical records relating to crime could ultimately be established throughout the United States. It is the first step that counts. If a few of the leading states in the Union could be induced to establish such a bureau; if to Indiana could be added New York, Illinois, Nebraska, and in the South Virginia, the force of example would be potent in the sister states. * * *

One exceedingly common and popular error needs special mention; a marked increase in the number of convictions for crime indicates to the public mind an increase necessarily in the volume of crime committed. In fact, it may be owing to increased activity and efficiency

on the part of the police and detective officers, to greater severity and thoroughness in the administration of the courts, to a change in the economic conditions of the community, to diminished care and skill on the part of offenders in escaping detection; indeed, there are many possible factors that may have combined to produce an unusual statistical result. A slight change in the laws or methods of procedure, may cause startling statistical fluctuations.

For example, in the year 1890, the number of convictions for drunkenness in Massachusetts was 25,582; two years later, the number had fallen to 8,634. An amazing diminution of drunkenness in Massachusetts—nearly 70%? Not at all; it was owing to a new statute passed in 1891, the effect of which was that only those arrested for the third time within a year were subject to conviction.

The congestion of population in cities and the progress of invention necessitates every year the enactment of numerous statutes and municipal ordinances making certain acts, that are harmful to the public, misdemeanors (that is, legally crimes); but these acts, committed in large part through ignorance or negligence, are not essentially of a criminal nature. Statistically, they swell the number of crimes committed, but most of them are not crimes in the meaning popularly attached to that word. These considerations suggest that all attempts to draw conclusions from, and to explain the significance of the rise or fall of the statistical barometer must be conducted with extreme caution.

An error into which speakers and writers upon crime are prone to fall is that of regarding the statistics of crime as a measure of the total volume of crime committed in the country, affording an answer to the vital question: Is crime increasing? There are two fundamental facts relating to crime that must never be forgotten. First, that criminal statistics are, and must necessarily always be, confined to those crimes that are known and are officially acted upon by the police or the courts. Secondly, that there is a large number of crimes that are committed secretly and are never divulged, the perpetrators of which are

never detected, and crimes that never result in the apprehension of the offender.

The crimes of this second class cannot possibly enter into any criminal statistics and yet they form a very large part of the total volume of crime committed. It does not seem to be commonly appreciated that these unpublished, unpunished crimes, which can never be included in any criminal statistics, probably far exceed in number those that are followed by conviction and punishment. * * *

In addition to unpublished crimes, there are numerous cases where crime is committed and reported to the police, but proceed no further. In these instances, the offender may be known, but has escaped or the offender is unknown and eludes detection; in either case there is no conviction and the crime remains unpunished. * * *

Perhaps the highest value of criminal statistics consists in the light they may throw upon the practical effects produced by penal legislation, by judicial procedure and by the administration of police and detective officers. For example, within the past decade, radical changes in the administration of justice have been established in this country by laws relating to juvenile offenders, and by the extended use of the suspended sentence and probation. A question has arisen in many minds whether the severity of the penal law has not thus been unduly relaxed. It is a matter of supreme importance to know whether, and how far, the tenderness of the modern law toward children serves to rescue

them from a life of crime—to know whether the clemency of the law toward adults by suspension of sentence and probation promotes their rehabilitation, and to know to what class of offenders this clemency may properly be extended—to know whether these milder methods of treatment are affording adequate protection to the public or whether sterner measures of restraint and discipline may be made more effective in repressing crime.

These vital questions can receive final answer only by following the subsequent career of the offenders to whom these methods are applied and thus gaining data for statistical tabulation. In the same way, the virtue of the indeterminate sentence ought to be substantiated by the statistical test. Statistics can be made to show what class of crimes comes most frequently before the courts in a given community, and whether an increase in the severity of punishment tends to increase or diminish the number of convictions.

A movement is now in progress which may greatly widen the scope of criminal statistics. It has long been realized that many persons sentenced for crime are feeble-minded and seriously defective, mentally and physically but, within the past few years, the conviction has been growing that our penal system is radically imperfect in that it provides no adequate means for deciding whether or not a person on trial for crime is really responsible criminally. * * *

THE PAROLE SYSTEM IN CANADA

[In the current annual report of the Minister of Justice as to the penitentiaries of Canada, appears an interesting account, partly historical, of the Canadian parole system. We print portions of the report.]

Adult criminals seem to have been under a "ticket of leave" system in England, as far back as the year 1666, in the reign of Charles II, when a statute was passed, giving judges power of sentencing offenders to "transportation to any of His Majesty's dominions in North America." This authority was re-affirmed by another statute passed in the year 1718, during the reign of Charles I. In England and France, at that time,

adult criminals, also juvenile or minor offenders, were placed on a sort of parole, and given over to societies, or orders, for supervision, while the state still held custody of them, which custody was relaxed as the good effects of their being thus placed became more apparent. The ticket of leave system grew out of the transportation of criminals by England to her colonial possessions. Transportation ceased temporarily in

1775, because of the war with her American colonies, but it was revived in 1786, and a consignment of convicts was also sent in this year to New South Wales.

The control of this colony was not regulated by statute, but was left to the wisdom of the colonial governor. The necessity of raising crops for their sustenance, the construction of buildings, and the making of homes for the colonists, induced the governor greatly to modify the sentences of the well-disposed prisoners, that he might have a needed moral and possibly a physical support from them in his administration. He set many of them free, and gave them grants of land, and afterwards assigned to these men, thus free, other convict laborers who were being received from the mother country. Following this precedent it became the custom for the governors of different penal settlements to manage each according to his own ideas, and the custom developed into granting such liberties as have been included in the ticket of leave system.

The holder of the ticket of leave, which was granted to the convict who had satisfactorily fulfilled a certain period of his sentence in the cellular prisons then adopted in the penal settlements, would be granted the freedom of the colony during the remainder of his sentence, but he was placed under certain restrictions, such as being confined to certain districts unless he received a pass to go elsewhere, and also being obliged to present himself for inspection to the authorities monthly, quarterly or yearly, as provided for in his license, and being prohibited from carrying fire-arms or weapons of any kind, except under special permission. The ticket of leave was first legalized during the reign of George IV, between 1820 and 1830, and in 1834 it was regulated by a statute, which defined the minimum periods of sentence by which a ticket of leave could be gained. For example, it required a service of four years for a seven year sentence, six years for a sentence of eight, and fourteen years for a life sentence, in what was termed "assigned service or government employed." These periods could be increased by the slightest misconduct on the part of the prisoner.

Under this law a convict who had held a ticket of leave without having been guilty of misconduct, and who was recommended by responsible persons in the district where he resided, could have his application for a full pardon transferred by the governor of the colony for the consideration of the Crown, but Sir Robert Burke, in a report made by him in 1838, intimates that convicts were granted ticket of leave to some extent at the discretion of the home government upon application of influential persons in England. Under this system the convict on ticket of leave was entitled to his earnings. In case of misconduct, the employer could complain to the nearest magistrate, who could order the convict to be flogged, condemned to work on the roads, or in the chain gang. Any magistrate could order 150 lashes, until the year 1858, when the number was limited to 50. A convict, if ill-treated, might lay a complaint against his master, but for that purpose he must go before a bench of magistrates, the majority of whom were owners of convict labor and masters of assigned convict servants. Such abuses grew up under this system as to make life a living hell for the convicts.

In the year 1838 a committee of parliament condemned the system of transportation, with its attached evils, as "being unequal, without terrors to the criminal classes, corrupting both the criminal and colonists, and very expensive." They recommended the establishment of penitentiaries instead. It was then ordered that no convicts should be assigned for domestic service, and in the year 1840 transportation to Australia was stopped entirely.

Another advance was made in the year 1842, which was called the "probation system." It was founded on the idea of passing convicts through various stages of control and discipline, by which it was hoped to instill a more progressive system for their improvement. Probation gangs were established in Van Dieman's Land, through which all convicts for transportation were to pass. These gangs were scattered through the colony, and were employed on public works under the control of the government. A school master or a clergyman was to be at-

tached to each gang. From the probation gang, the convict passed into a stage during which he might, with the consent of the governor, engage in private service for wages, but he was required to pay the government a part of the wages, which was retained as security, and forfeited if the convict was guilty of any misconduct. Next followed a ticket of leave with the same privileges, save that the freedom of the convict was greatly enlarged. The last stage was that of a conditional pardon. This probation system failed, as Sir Edmond Ducaine stated, for several reasons: 1st—that suitable means were not provided for insuring proper order or discipline in the probation gang; 2nd—that the officers of the gangs were characterized by insubordination and vices, unnatural crimes being proven to exist to a terrible extent; 3rd—that the demand for labor was found to be very insufficient to employ the ticket of leave portion of the men, so that idleness soon destroyed all the good that had been accomplished under the probation system. The difficulty may be summed up in one or two words—they did not get to the root of the matter as regards discipline and labor, and there was an entire absence of mental and moral training.

In the year 1846, Mr. Gladstone decided that all transportation of convicts to the outside colonies must be suspended, and in 1847 the present system of imprisonment was adopted, under which convicts must pass through the prisons before a conditional release will be granted. Under the present system of penal servitude in England, there are three distinct stages of operation. During the first, which generally lasts nine months, recently greatly reduced in number, the prisoner passes his whole time, except meetings and exercise, in his cell apart from all other prisoners, working at some employment, but always kept separate and alone. During the second stage he eats and sleeps in his cell, but works in association with other prisoners. During the third period he is conditionally released, but is kept under the surveillance of the police, reports at stated periods, and is returned to prison for any infraction of his lic-

ence. The system is altogether automatic in its operation, and as far as I can ascertain about one-half of the entire number released on ticket of leave, lapse into crime again.

The "Prevention of Crimes Act" passed in 1871 provides that any person convicted a second time of an indictable offence may be sentenced to be subject to the supervision of the police for seven years after the expiration of his sentence.

The system of conditional liberation was adopted by the king of Saxony, in 1862. In the same year it was adopted by the grand duchy of Oldenburg, by the Canton of Sargovie in Switzerland, in 1868; the kingdom of Serbia, in 1869, the German Empire, in 1871, Denmark, in 1879; the Swiss Canton of Vaud, in 1875, also in the same year, the Kingdom of Croatia in Hungary, the Canton of Unter Walden, in 1878, the Netherlands, in 1881, the Empire of Japan, in 1882, the French Republic in 1885, and since these dates it has been adopted in Austria, Italy and Portugal. The system of parole, or conditional liberation, is also now in vogue in many of the United States.

The Canadian parole system, first adopted for the penitentiaries in the year 1899, and since extended to the jails and reformatories, differs from any system now in operation in the entire world, and will compare favorably with any of them. There is nothing automatic in the operation of this system, and it does not conflict with the remission earned in the penitentiaries, which applies to all prisoners whose conduct and industry merit consideration.

What, then, is the parole system? I do not like the general term "ticket of leave," which has been the outcome of many failures, and resulted in the abuse of many systems, for the term ticket of leave is one which handicaps the prisoner who carries this synonym of "jail bird" printed in large letters on his license, but the word parole, "my word of honor," is a much better term, and more within the true meaning of a conditional release.

It can be said, in view of the various methods adopted in many countries, that these systems all acknowledge the prin-

ciple of conditional liberty to the citizen who has forfeited it by crime, and that a gradual restoration and rehabilitation is not only feasible, but is expedient to the higher and best interests of the state. It is a system which strengthens the weak, and fits them again for contact with society, and when they are sufficiently strong, restores them to full liberty and good citizenship. The parole system of Canada not only gives the released prisoner police supervision, which is an absolute necessity in keeping in touch with them, but it makes provision for a parole officer, as Sir Charles Fitzpatrick demonstrated to the house of parliament, as a "go-between" the police and the prisoner, giving the prisoner protection, sympathy and care in a time when he most needs a helping hand.

The parole system came in vogue in Canada under the late Honorable David Mills, then Minister of Justice, in the year 1899. He was followed by Sir Charles Fitzpatrick, who not only took a deep interest in the system, but he placed it on a well-organized plan of operation, and the present minister of justice, the Honorable A. B. Aylesworth, has been working out this organization with splendid success. The minister of justice occupies a unique position, having at his command the reports from the trial judges, the parole officer, the wardens and jailors of the institutions and the dominion police, for the investigation of complex cases. His position is a much stronger one than that of a "board of pardons," or any local system operated in other countries, and it would be a step backward to even consider an alteration of our Canadian system. The minister of

justice considers every application for a parole on its merits, and free from local prejudice or influence.

It has also been demonstrated that the Canadian parole system is working harmoniously with the principles of law and order in every community in which it is in operation, and that it has never been governed by that mawkish sentimentality which would convert a penitentiary into a summer resort, with perfumed baths, carpets, paintings, or orchestras for the prisoners. The administration realizes that the inmates are criminals, sentenced to confinement on account of crime, and to convert a penitentiary into a place of recreation and amusement would be to pervert the purposes for which it was instituted. In our Canadian institutions, men are punished for criminal offences, and on this fact or basis only the mercy of a parole can be safely administered. One fact I desire to lay stress upon is that our convicts receive a wholesome, humane treatment which leads to the beneficial results of our parole system.

As to the results of the parole system since 1899 in Canada, the following facts are quoted:

Paroles granted from pen-		
itentiaries	1,903	
Paroles granted from pris-		
ons, jails and refoma-		
tories	1,276	
	—————	3,079
Licenses cancelled	103	
Licenses forfeited	62	
	—————	165
Sentences completed	1,915	
Still reporting	999	
	—————	2,914

THE MASSACHUSETTS PRISON ASSOCIATION

[From a leaflet just issued by the Massachusetts Prison Association we take the following facts:]

The Association was formed in 1899 to enlighten public opinion concerning the prevention and treatment of crime, to secure the improvement of penal legislation, and to aid released prisoners in living honorably. Until the Association was formed, there was no organization in the state to do the work of "enlightening public opinion concerning the prevention and treatment of crime." The

literature of the Association has been distributed widely for educational purposes. Its annual appeal for Prison Sunday has met with a response from many churches, and a greatly improved public sentiment has been developed. During 1910 the Association printed and distributed 75,000 pages of printed matter. The public press and the lecture platform has been used also.

Three important changes have been made through the efforts of the Association, in the probation laws. Arrested persons who, after investigation by the probation officer, are found to be occasional offenders, are released from the station, by his direction, with a warning that a record has been made, and that another offense may be followed by punishment, 38,813 being so released in 1910. Since the time available before the opening of the court does not permit a full investigation of all cases, doubtful ones are sent to the court which has authority to release the occasional offender without arraignment. The offender suffers from public exposure in court, but is saved from the stigma of a trial and conviction; 25,295 were so released in 1910.

Commitment to prison formerly followed immediately after the imposition of a fine, if it was not paid on the spot. A new law, secured by the Association, authorizes the court to give a prisoner time to get his fine. He is placed under the supervision of a probation officer, to whom he pays the fine. The receipts from fines collected last year under the suspended sentence amounted to \$25,379.

In connection with the abolition or the establishment of correctional institutions, the Association has succeeded in bringing about the abolition of the South Boston house of correction, and the establishment of the Shirley state industrial school for boys, a reformatory on the farm

school plan for boys between the ages of 15 and 18. Through the efforts of the Association probation officers have been appointed in the superior court. In 1906 the society played a prominent part in bringing about the treatment of juvenile offenders as delinquents rather than as criminals. Back in 1900 the Association advocated a bill, which was passed providing for a central probation bureau. Not until 1908, through another law, was the principle of this bill put into execution. The Association secured a law expediting criminal trials by giving the lower courts jurisdiction over a greater number of offenses.

Recently the society has secured the passage of a law requiring the state inspectors of health to make an annual inspection of police stations, lockups and houses of detention, and to make rules for such places, relative to the care and use of drinking cups, dishes, bedding and ventilation. The law requires that no such places shall be built, hereafter, until the plans have been approved by the state board. A supplementary law extended this provision to jails and houses of correction.

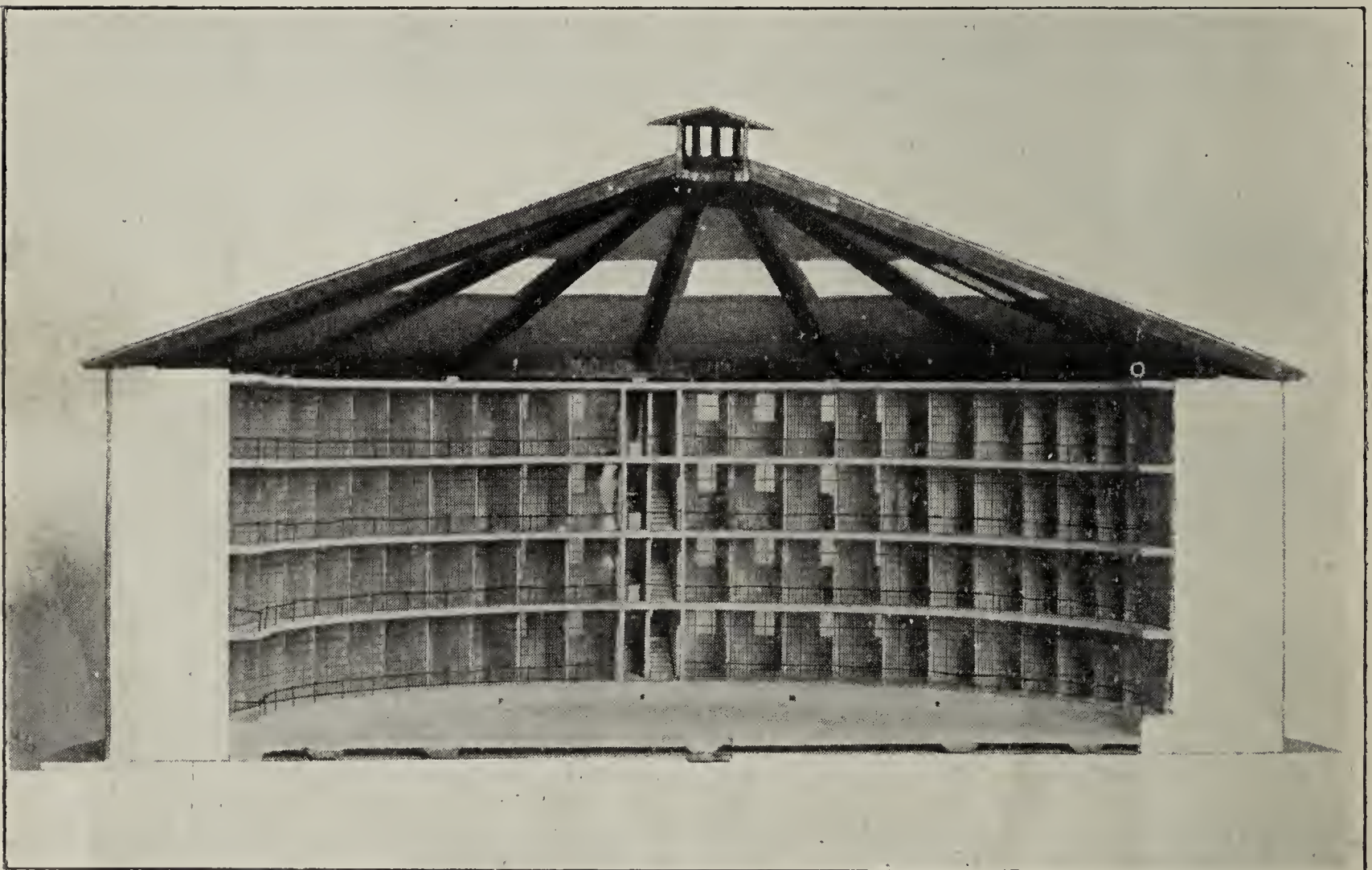
In the assisting of discharged prisoners the Association has often filled the place of next friend. In 1910 the Association gave relief to 335 different men. The receipts of the Association were in 1910 \$3,682, and the expenditures, \$3,678.

A NEW KIND OF PRISON

At the annual meeting of the American prison association at Omaha, Mr. W. C. Zimmerman, state architect of Illinois, presented to the careful scrutiny of most of the principal wardens in the United States a half-section model of the new cell house which is to be the unit of construction in the proposed Illinois state prison of which Mr. Zimmerman is the architect. In view of the novelty of the prison plan proposed by Mr. Zimmerman and in view furthermore of the general approval, often enthusiastic, which the wardens gave to the plan and the model, a brief descrip-

tion is submitted herewith to the readers of the Review.

At present the prevailing construction of cell blocks in the United States embodies the following features: (a) the walls of the building; (b) the corridor next the wall; (c) the cell blocks, which are back to back, except for the so-called utility corridor which separate the rows of cells. In short, it is a cell block built within a building known as the cell house. It is obvious that the natural light for the cells must come through windows in the wall of the building.



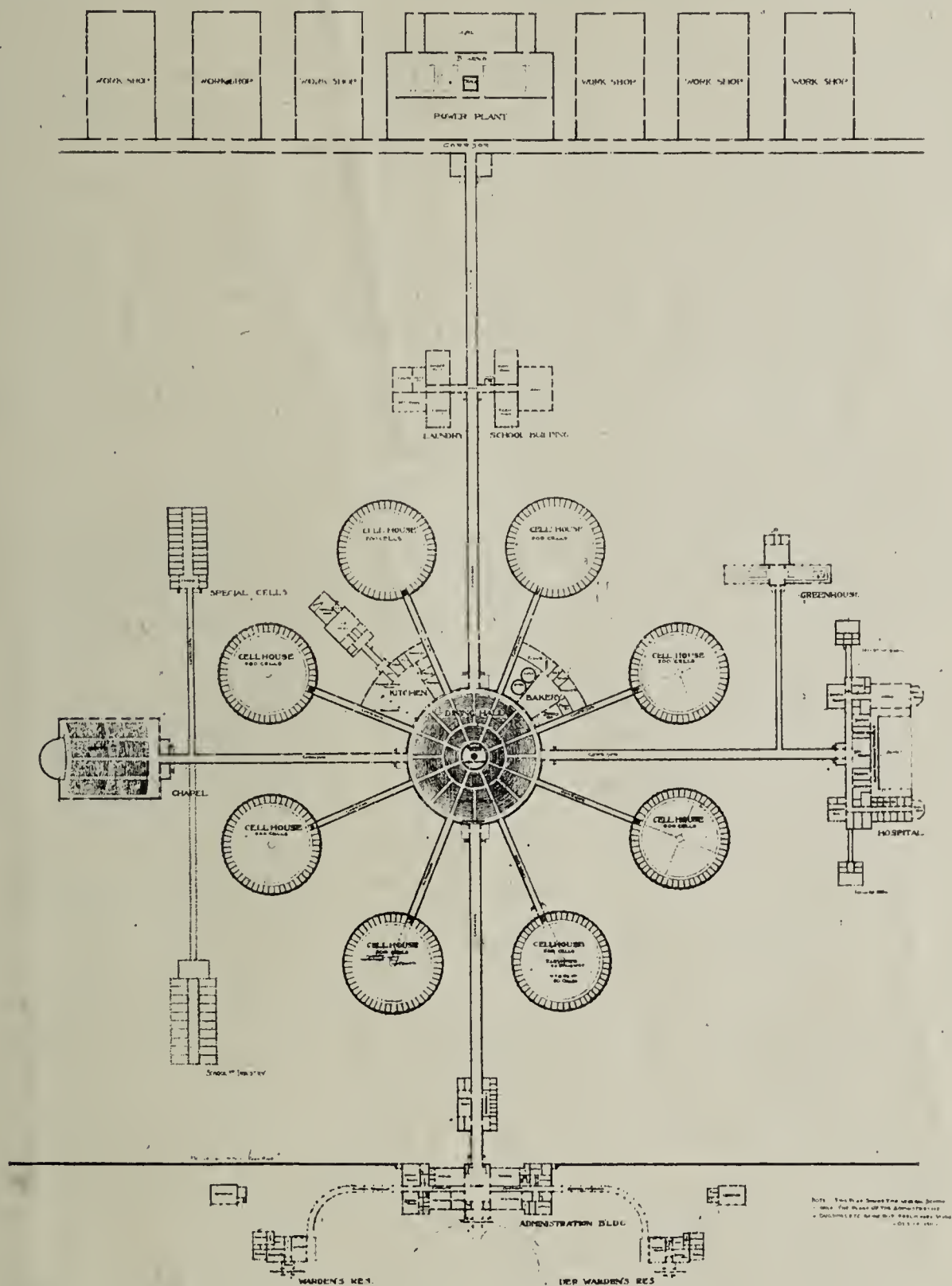
Half-section Model of Proposed Illinois State Prison Cell Houses.
(See "A New Kind of Prison," page 7)

European prison construction is the exact opposite, in that the cells are built on the "outside" principle, that is, up against the walls of the cell house. The corridor, therefore, is in the middle of the cell house and each cell has a room to itself with a barred window to the outside air.

The "inside" cell construction in the

cell house and then over the wall of the prison grounds.

Prisons built on the "inside" plan are strongly criticised because of the limited amount of direct sunlight and direct fresh air that may be admitted to the cells. The importance of these two essentials of life is obvious. A further objection to the "inside" cell plan is that



Plan of Proposed Illinois State Prison. (See "A New Kind of Prison," page 7)

United States has been held to have several distinct advantages, for the utility corridor, containing the various pipes, wires, etc., is an economical form of construction. The cells on the "inside" are furthermore safer in that the cell door acts as a window and the prisoner in order to escape must first go through the cell door, then through the wall of the

as the cells have no doors, the acts and the words of one prisoner can be readily heard or learned throughout a good part of the cell house. Supervision with either the "inside" or the "outside" plan is at present carried on through the patrolling of the corridors by a guard.

The plan evolved by Mr. Zimmerman for the cell house of the new Joliet pris-

on seemingly overcomes the above objections in a most careful manner. It is proposed by Mr. Zimmerman to build circular shaped cell houses about 120 feet in diameter, placing the cells against the cell house wall and thus assuring direct light and air. Now comes the novelty. Instead of having an open front of steel bars, heavy glass will be fitted into the open space between these bars so as to make a completely closed room out of the cell. A full view, however, of this room is possible from a central point. This central point is a steel shaft in the center of the cell house, enclosing a circular stairway. The stairway will be as high as the highest tier of cells, and from a position half way up the circular stairway, which is completely sheathed with steel, the guard within the "conning tower" has a full view of each and every cell, at the mere turn of his head. The shaft will be arranged with narrow slots opposite the level of the eye so that it will be impossible for inmates to see the guard and impossible to know at what time they are under observation. The shaft will be bullet proof, which in case of possible mutiny assures absolute safety for the guard. An armed guard could undoubtedly from his secure position readily control a mob even though the mob be fully armed. Entrance to the shaft will be possible only through a tunnel which opens into the administration building outside the prison enclosure.

A number of these circular cell houses will be erected as indicated in the group plan here published. That this arrangement lends itself most readily to extension is evident.

Another novel feature is the possibility of classification of prisoners in different groups. Easily moving partitions will be erected as high as the upper tier of rooms and placed with sufficient fre-

quency so that no prisoner can see from his cell into that of any other cell, an arrangement which does not interfere with the view of the guard in the "conning tower" into any room of the cell house.

Escape seems practically impossible, for the guard in the "conning tower" will have at his hand a complete system of levers, push buttons, etc., electrically controlled in such a way that at any time the locks of any or all of the tiers may be locked or unlocked and the lights in any or all of the cells may be dimmed or increased.

In order that all rooms may obtain direct sunlight the roof will be made largely of glass and the diameter of the cell house is sufficiently large to admit of the shining of the sun into the lowest tier of rooms facing the north. Most of the rooms will enjoy direct sunlight at some period of the day through the outside window.

The building of this prison in Illinois will be watched with great interest by all those in the United States interested in the construction of prisons and in the proper housing of the delinquent. The circular form of prison is not entirely new. In 1901 a circular prison was built in Haarlem, Holland, to accommodate about 400 inmates. The Haarlem prison, however, has wooden doors for each cell which renders the supervision of the prisoners much more difficult. The specially new features of Mr. Zimmerman's plan are the glass inside front, the circular form of construction, the central stairway with its "conning tower," the partition providing for the obstruction of vision, for the classification of prisoners and the elimination of a number of the attendants otherwise needed for supervision. Mr. Zimmerman believes that this cell house can be built for ten per cent. less than the familiar rectangular cell block.

OUR FIRST ANNUAL MEETING

The first annual meeting of the National Prisoners' Aid Association was held at Omaha, Nebraska, on Monday, October 16, while the members of the Association were in attendance upon

the American Prison Association annual meeting in that city. That the National Prisoners' Aid Association meeting was encouraging to its members there can be no doubt. In fact two meetings were

held, one an adjourned meeting. At each meeting from 30 to 40 members were present.

In a report sent out by the secretary to the various prisoners' aid societies in the United States, the following paragraphs occur:

Vice President F. Emory Lyon was in the chair. After Mr. Lyon had stated the purpose of the annual meeting and had outlined briefly the history of the Association, the Secretary, O. F. Lewis of New York, was asked to report. The main business presented by Mr. Lewis was the question of the publication of the Review, a monthly periodical of sixteen or more pages, which has been published since January, 1911, in the interest of the National Prisoners' Aid Association by Mr. Lewis as editor.

Mr. Lewis showed that the receipts of the Review had been up to the 6th of October \$503.67, that the disbursements for the same period had been \$445.97, leaving a balance of \$57.70 in the treasury; that the principal items had been

Printing the Review	\$388.82
Postage	46.50
Other expenses	10.65
	<hr/>
	\$445.97

Mr. Lewis then raised the question of the continuance of the publication of the Review. The expression was unanimous that the Review was a useful paper and should be continued and developed; that the affiliating societies should so far as possible obtain contributions and raise their own contributions to the Review; that the Review should be continued to be published by Mr. Lewis; that the affiliating societies should furnish more information for the Review than during the last year. Mr. Lewis on his part stated that he would gladly continue to be editor of the Review and would do what he could to obtain further contributions in New York and vicinity.

The meeting then proceeded to consider the nomination and election of officers for the ensuing year. After a

frank and sincere discussion as to the proportional representation on the board of officers and executive committee of the various associations represented in the national association, it was voted on motion of Mr. Lewis that a nominating committee of five be appointed from the floor and the following persons were named:

Mr. Parsons of Minnesota, Mr. Lewis of New York, Mr. Cornwail of Massachusetts, Mr. McClaren of Oregon and Mr. Messlein of Illinois.

The meeting was then adjourned until 5.30 of the same date.

The adjourned meeting of the National Prisoners' Aid Association was held at 5.30 P. M., October 16, 1911, at the Hotel Rome, Omaha. Vice President Lyon in the chair.

The nominating committee brought in the following list of officers and executive committee for election: President: Judge Carver of Topeka, Kansas; Vice President: William R. French of Chicago; Secretary and Treasurer: O. F. Lewis of New York; Executive Committee: General Edward Fielding, Chicago; F. Emory Lyon, Chicago; E. A. Fredenhagen, Kansas City; Joseph P. Byers, Newark, N. J.; W. G. McClaren, Portland, Oregon; R. B. McCord, Atlanta, Georgia; and A. H. Votaw, Philadelphia, Pa.

On motion of Mr. Fredenhagen, the above persons were elected officers and members of the executive committee respectively.

A brief discussion followed on methods of supporting the Review.

It was voted that the executive committee of the National Prisoners' Aid Association should in their discretion ask of the American Prison Association that the National Prisoners' Aid Association be recognized as a section of the American Prison Association, and that it should have on the program of the 1912 American Prison Association one of the sessions.

Adjourned at 6:30 P. M.

NEW YORK CITY'S BOARD OF INEBRIETY

The city of New York has taken initial steps to make more adequate provision for dealing with inebriates and persons arrested for public intoxication. Following the enactment of a law authorizing the city to establish such a board, the board of estimate and apportionment of the city appointed a special committee to inquire into the feasibility and advisability of undertaking such a work. As a result of the report of the committee the board of estimate and apportionment decided to initiate the work. In accordance with provisions of the law, the mayor appointed a board of five members. The commissioner of public charities and the commissioner of correction are ex-officio members of the board.

This board has started its preliminary work. Possible sites for institutions have been studied and a request for funds for carrying on the work of the board has been made to the city authorities. In the budget for the coming year, provision is made for a sufficient amount of money for the board to secure a sec-

retary and necessary office assistance. The appointment of a secretary, who can give his whole time to the work, will enable the board to study the problem further and formulate more in detail their plans and present them to the city for its ratification by providing the necessary funds for carrying them out.

This board has been established to do a most important piece of work. It will provide not only a hospital and industrial colony for the care of inebriates, but will establish under its jurisdiction a system of special probation work for cases of intoxication. The work of the board will doubtless be watched by persons interested in this work all over the country. A measure similar to the New York city law, giving authority to any city of the first or second class in the state of New York to make provision for the care and treatment of inebriates, was enacted at the last session of the legislature, and a committee has been formed in the city of Buffalo to secure the adoption of the plan in that city.

EVENTS IN BRIEF

[Under this heading will appear each month numerous paragraphs of general interest, relating to the prison field and the treatment of the delinquent.]

The American Prison Association.—Under the title, "The Problem of Prisons," the Outlook describes thus the recent annual meeting:

"A noteworthy interest in the proper employment of the prisoners in American prisons, reformatories, and jails was the keynote of the annual congress of the American prison association held recently at Omaha. This interest resulted in the appointment of a special committee, in which the name of the president of the American federation of labor is found among others, to investigate thoroughly prison labor conditions in this country and to report recommendations at the next year's congress in Baltimore as to the best labor methods to be pursued in the correctional institutions of

the various states. No more far-reaching action has been taken by the American prison association in the last decade. The sessions of the Omaha congress teemed with aspects of the labor problem. From New Zealand the success of reforestation by prisoners was reported; from Toronto, the remarkable working of convicts on a wide prison farm without armed guards. From the District of Columbia came reports of several successful years of collection of important sums from convicted offenders on probation, for the benefit and support of their families. Colorado has built almost half a hundred miles of state road by prisoners in the open, and other states have emulated the record. The congress was permeated with the feeling that prisoners should be steadily and

profitably employed, not exploited by state or corporation or individual, and that so far as possible the families of prisoners should receive some portion of their earnings. Two other currents were strongly felt: one for the rational development of recreation in correctional institutions, the other for the more careful study of the mental and physical condition of each inmate. Baseball, lectures, concerts, prison schools, and other educational features were warmly advocated. Outdoor sports on a week-end half-day were held to be not only a valuable 'exhaust pipe' for pent-up spirits and emotions developed in a necessarily abnormal condition of living, but also a distinct part of the plan of re-creation that is a prominent purpose of imprisonment. As to mental and physical defectives, the testimony of specialists was strong, not only that a considerable percentage of prison inmates are mentally backward and deficient, thus requiring special treatment rather than ordinary prison discipline, but that many industrial and living conditions, in which offenders, young and old, have found themselves, tend predominantly to crime. In several sessions emphasis was laid also on the deplorable absence of statistics regarding crime in the United States, it being shown to be impossible to-day to tell whether crime is increasing or decreasing or what the general results of imprisonment in prisons or reformatories are. Encouraging indeed was the frank introspection that the prison wardens and boards of managers gave to this and their own work. Of special interest was the report of Attorney-General Wickersham on the success up to the present time of the parole system for United States prisoners, who now may be paroled, if first offenders, at the end of a third of the maximum term of their imprisonment, by the action of a board of parole consisting of the warden of the penitentiary in which the prisoner is confined and representatives of the Federal department of justice. The Attorney-General advocated the extension of the parole system to cover the cases

of life prisoners, details of administration of which would naturally be worked out in legislation."

The following officers were chosen:

President—Frederick G. Pettigrove, Boston.

General Secretary—Joseph P. Byers, Newark, N. J.

Financial Secretary—H. H. Shirer, Columbus, Ohio.

Treasurer—Frederick H. Mills, New York city.

Convicts on Roads.—Warden Wolfer of the Minnesota state prison is quoted in the Des Moines, Iowa, Capital as follows:

"The use of convicts in building roads is wrong in principle. In the first place the sight of convicts upon the public highways has a detrimental effect upon the young people, it is apt to inspire in them any but the purest of thoughts. But the worst effect is upon the convict himself. He is subject to public shame and humiliation, and if he is making an effort to reform, he becomes easily discouraged. I have no objection to preparing the stone and other materials for road building by the prisoners, provided it is done within the prison walls. The talk that the use of convicts upon the highway will eliminate the conflict between convict labor and free labor does not prove out. The exhibition of the convict upon the highway only tends to aggravate the conflict, as it gives the lazy free laborer a chance to claim that he would work on the roads if it wasn't for the convict. It is too expensive a method of road building."

The Occoquan Workhouse.—The entire supervision of the District of Columbia workhouse at Occoquan probably will soon be given to the Board of Charities. Under the law charitable, correctional, and penal institutions in the District come under the board's supervision. The workhouse will, it is believed, shortly emerge from the engineering stage and be ready to pass under the control of the board, as is the jail at present.

Grim Humor.—The Germans describe that grim humor that emanates from cynics in distress as "gallows humor." Here is a bit of it from the monthly prison paper of the inmates of the Charlestown (Mass.) state prison. It is a drama synopsis.

Act I. Incarceration

Commutation

On probation

"Fine!"

Act II. Animation

Expectation

Situation

"Wine."

Act III. Condescension

False Pretension

Apprehension

"Bats."

Act IV. Judication

Condemnation

Long Vacation

"Rats."

Antiquated Methods at Fall River.—The citizens of Fall River, Mass., have recently been aroused by a revelation of conditions prevailing in the central station house of that city. Because of the lack of modern detention quarters, children, women and men of all degrees of vice are crowded together in a common compartment. A clergyman, who investigated the place, says:

"I found two children there, a boy and a girl, about twelve years of age. At night the station filled up with its inevitable horde of drunkards and offending women, whose language, if not immediate presence, was forced upon these children. I called upon the boy on Sunday and found him the companion of the loose women whose cases were to be heard in court Monday morning. I have nothing to say in regard to the accommodation of the men and women who must needs be shut up. But I think the treatment accorded to these children was outrageous.

"Why were they there? For the inexcusable, the damnable reason, that there was nothing else to be done with them. I am not criticising the officers of the central station. They are extremely kind

to these children. It is the city of Fall River that is responsible. The community is committing an offence against children. If the city, as by all means it should, will take in hand either to punish or reform little children, it ought to make provision to properly accommodate such."

Convict Labor in Colorado.—The rapidly spreading custom of employing convict labor on the roads is strongly indorsed by the experience of Governor Shafroth of Colorado. Under the Colorado system, Governor Shafroth says:

"The prisoners, in large gangs and with but two overseers in charge, work on the state roads, and at times are two hundred miles distant from the penitentiary. There is no confinement, guards or other precaution, yet during the past year there was a net loss of only two men by escape. In one instance a piece of road was constructed through solid rock for \$6,000, that would have cost \$30,000 under the contract system."

That the convicts are reconciled to the conditions, the Governor explains is due to a law providing that the time of every prisoner is commuted ten days for every thirty he works upon the roads, and the penalty of three years added to the original term of every convict who escapes, in case he is recaptured. The convicts are in better health than they can possibly be when kept in prison, and work harder than men who are paid by the day.

Prison Verse.—"Verses of Hope" is the title given to a book of poems, written by prisoners at the Kansas state prison, and published under the direction of the chaplain.

I wonder now that parents ever fret

At little children clinging to their feet;
Or that the racket, when the day is spent,
Brings angry words to them so pure
and sweet;

Oh, if I could find a muddy shoe.

Or cap or jacket on my prison floor;
If I could mend a broken cart today,
Tomorrow make a kite to reach the
sky,

There is no man in all God's world could
be
More blissfully content than I.

I sometimes think I'd rather be forgot
Than be remembered by the things I've
done
I've often wished my name was but a
blot,
On mortal scrolls of battles lost and won.
Or rather still I'd like to be a child,
As innocent as in those other days,
If from stern duty's path I was be-
guiled,
Ere I had reached the parting of the
ways.
But still I see the folly of my fears,
For something seems to say: "It's not
too late;
For to whatever port the pilot steers,
He may return. It is not left to
Fate."

Turn failure into victory,
Don't let your courage fade;
And even if you get a lemon,
Just make the lemon aid.

Night Court Proposed for Baltimore.
—A night court, modeled after the Night Court of New York city, should be incorporated in the proposed reform of the police magistracy system of Baltimore, according to Justice Alva H. Tyson. He believes that the numerous instances of innocent people having to spend a night in a cell in a police station is a relic of a crude governmental system, beyond which Baltimore should have passed years ago.

Another great field in Baltimore for charitable endeavor has been exploited in New York—that is probationary systems for women. Under the present magistracy system of Baltimore, almost all women who are arrested on minor charges, unless hardened criminals, have to be dismissed. What is a magistrate today to do with a woman on her first offense of having too much to drink in the opinion of a police officer? There should be a probationary official to whom she could be released and who could look after her future conduct.

Farm Work for "Convalescent" Of-

fenders.—A new plan, intended to give Kansas convicts a new idea of life, has been put into effect at the Kansas penitentiary, according to the report of Warden J. K. Coddington to Governor Stubbs. Every man that is sent to the prison is given six months' work on the farm just previous to his release. The men get out in the open. They are tanned and sunburned, have more liberty, less discipline, get close to nature and leave the prison with the hatred of men and laws gone and really wanting to try to live better lives. Since the new system has been tried not one released convict has come back. Warden Coddington believes that through this system Kansas may gain a record for a minimum number of second-term men which will be lower than that of any other state.

Many years ago an island in the Missouri river was sold to the state. The island has never been used, and the lands owned by the state around the prison have never been used to any great extent for farming. Warden Coddington began work two years ago, and the first thing he did was to give the prisoners half an hour's liberty each day in the prison yard. The men can do anything they wish during that half hour. They can talk to each other and the guard, play ball, pitch horse shoes, play croquet or a dozen other games.

The prisoners had been morose and sullen, and there were twenty-two insane prisoners in the hospital and a half dozen tuberculosis patients. The plan was adopted to see if the insanity and tuberculosis could not be stopped. Not a new patient has developed in 14 months, and there is not a single prisoner in the tuberculosis hospital at this time.

"The farm does two things of great importance," says Warden Coddington. "The first is that it gives the men a new aspect of life as they are about to leave the prison. The farm work and a half hour recreation period have reduced the ordinary prison vices seventy per cent. The plan of working the men on the farm has not been going long enough to make any figures, but I believe that there will be a less percentage of men returned to prison for second terms now than under the old plan of keeping them confined all the time."

The State of Jails in Massachusetts.—The state board of health of Massachusetts finds 45 jails in the commonwealth unfit for occupancy. They are unsanitary and not properly managed. Describing his incarceration in the Middlesex county house of correction in Somerville, Mass., Rev. E. E. Bayliss said in the Boston American of September 24th, that

"When prisoners are admitted they are given no medical examination whatever. The weak, the strong, the sick and the well are all one in the eyes of the prison officials. All receive the same food and the same treatment.

"The result is that there are any number of prisoners suffering from very serious and shocking diseases, who receive either no treatment or treatment of the most perfunctory sort. In addition all these men use the same knives and forks, the same drinking cups, and the same towels as the rest of the men. They are shaved every day with the same razor.

"In other words no precautions whatever are taken to guard healthy individuals from contamination from diseases, the virulence and contagiousness of which are only too well known.

"The sanitary conditions of the jail are abominable. They are not fit to describe in print, and they nauseate me when I think of them. The bedding, walls and floors swarm with vermin, and the half-hearted attempt to get rid of them by an occasional sprinkling of ill-smelling powder only emphasizes their presence.

"Humanity, common courtesy, the slightest sympathetic realization that we are all human beings, after all, is unknown. There is no one to say a good word to the prisoners. During the three months I was there we had only two sermons, and these were perfunctory in the extreme, and delivered without the slightest idea of appropriateness and of crying spiritual needs of the listeners."

Alien Criminals.—A study recently made by Joseph P. Byers, general secretary of the state charities and prison reform association of New Jersey shows that 35 per cent. of the prisoners in that state are foreign born. Of the inmates of the state reformatory, 23 per cent. are

foreign-born and 45 per cent. are either foreign-born or of foreign parentage.

Alien prisoners in 1909-10 comprised one-fourth of all the inmates of the state prison of New York.

Prison Philosophy.—From the Charlestown (Mass.) state prison paper, the Mentor, come the following verses, written by a prisoner.

CHANCE

He made us all of flesh and blood,
And we, in troth, are kin;
You in your place as ruler stood,
I in my place of sin.

A turn in the mould, a spot in the clay,
Would have changed our spheres of life;
Mine would have been the glorious day,
And yours the bitter strife.

Brothers in spirit and brothers in form,
Only a step apart;
One life was lost in a raging storm,
One saved by a fairer start.

What Miss Jane Addams Says.

"More and more our reformatories are filled, not with criminals, but with the boys who have in them the basis of play unsatisfied, the basis of art unfulfilled, even those beginnings of variation from types which we call genius.

"It is these children, our brightest and best, whom we are spoiling by giving them no proper chance for development. The city offers adventurous children nothing to satisfy their desire for pleasure, nothing which will allow them to cherish their determination to conquer the world and make it a better one.

"So these children go out and get into trouble, or else they stay in their poor houses and factories and turn into stupid dullards, all initiative, all ambition stamped out of them."

A commission, one of whose members is Governor Harmon, is seeking a site for a new reformatory in Ohio.

The commission wants 300 acres of land, and an appropriation of \$200,000 was made for purchasing the site and beginning the preliminary work. The commission proposes to locate the prison within a radius of 50 or 60 miles of Columbus.